

JUSTIFICATION
FOR AN EXCEPTION TO FAIR OPPORTUNITY

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
23 Christopher Way
Eatontown, NJ 07724
2. Description of Action: The proposed action is for a firm-fixed-price delivery order to be issued under the National Aeronautics and Space Administration (NASA) Solutions for Enterprise-Wide Procurement (SEWP) V Governmentwide Acquisition Contract (GWAC) for brand name Trustwave Holding Inc. (Trustwave) DbProtect Vulnerability Management software licenses, maintenance and professional services.
3. Description of the Supplies or Services: Office of Information and Technology (OI&T), Office of Information Security (OIS), Network Security Operations Center (NSOC) requires 7,000 brand name Trustwave DbProtect Vulnerability Management software licenses, maintenance and professional services. DbProtect is a database security, risk and compliance platform designed to meet the needs of large enterprises. DbProtect risk management framework, security controls, controls monitoring, and governance make it a comprehensive database security solution. Trustwave AppDetective Pro (ADP) is the current solution being used to audit database security and is limited in its ability to scale to large enterprises, is decentralized in its stored data design, and can only audit a finite number of databases. DbProtect Vulnerability Management software will upgrade the current solution to allow it to audit additional databases. DbProtect Vulnerability Management software also provides for real-time/overall risk assessment across all VA database management systems; continuous security monitoring; a console with an enterprise vulnerability management view; centralized report management; enterprise scalability for multiple users; centralized scan management and creation; centralized user role based access and management; load balancing; a centralized repository; and credentialed management. The maintenance shall include any minor updates, patches or bug fixes to the software. The professional services will include a one week of on-site implementation and training of the software. The software shall be delivered within 30 days of contract award. The period of performance of the software, maintenance and professional services shall be 12 months from the date of Government acceptance of the software with three 12-month option periods for continued software maintenance and professional services.
4. Statutory Authority: The statutory authority permitting an exception to fair opportunity is Section 41 U.S.C. 4106(c)(2) as implemented by Federal Acquisition Regulation (FAR) 16.505(b)(2)(i)(B), entitled "Only one awardee is capable of providing the supplies or services required at the level of quality required because the supplies or services ordered are unique or highly specialized."
5. Rationale Supporting Use of Authority Cited Above: Based on market research, as described in section 8 of this document, it was determined that limited competition is viable among authorized resellers for the brand name Trustwave DbProtect

Vulnerability Management software licenses, maintenance and professional services. The VA-NSOC and their IT security partners' database scanning infrastructures are based upon existing Trustwave proprietary software and VA requires software, maintenance and professional services compatible and interoperable with these existing infrastructures. Only Trustwave's DbProtect Vulnerability Management software meets all of VA's functional requirements for real-time/overall risk assessment across all VA database management systems; continuous security monitoring; a console enterprise vulnerability management view; centralized report management; enterprise scalability for multiple users; centralized scan management and creation; centralized user role based access and management; load balancing; a centralized repository; and credentialed management, can be seamlessly integrated into the current proprietary infrastructure, and can communicate with other VA IT security partners utilizing proprietary Trustwave software to collect and analyze vulnerability data. Any other brand product would require its own proprietary infrastructure that would not permit the seamless integration of years of enterprise and Authority to Operate data collected by the existing Trustwave ADP software. No other brand product is interoperable with the existing Trustwave proprietary database structures and software application programming interfaces utilized by ADP and DbProtect Vulnerability Management software. Additionally, in order to provide the required updates, patches, bug fixes and onsite implementation support access to Trustwave's proprietary software code is required. Finally, in order to provide the required training support, access to training materials only available to Trustwave, or an authorized reseller is required. Failure to acquire compatible software license, maintenance, and professional services could cause system failures, enterprise data currently being backed up and restored, including internal VA information, at risk of being compromised.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in section 8 of this justification. This effort did not yield any additional sources that can meet the Government's requirements. It was determined that limited competition is viable among authorized resellers for the required brand name Trustwave DbProtect Vulnerability Management software licenses, maintenance and professional services. In accordance with FAR 5.301 and 16.505(b)(2)(ii)(D), notice of award for this action will be synopsisized and this justification will be made publicly available on the Federal Business Opportunities Page within 14 days of award. In accordance with FAR 16.505(a)(4)(iii)(A), this justification will be posted with the request for quotation on the NASA SEWP V GWAC to notify interested parties.

7. Actions to Increase Competition: In order to remove or overcome barriers to competition on future acquisitions for this requirement, the agency will continue to perform market research to consider and ascertain if there are changes in the marketplace that would allow other brand products to work with the existing Trustwave infrastructure, thus enabling future actions to be fully competed.

8. Market Research: The Government's technical experts conducted market research in June 2016 by reviewing similar software to ascertain if these items could meet or be modified to meet VA's requirements. Specifically, the Government's technical experts conducted web-based research on vendor websites; Imperva, IBM, McAfee, and

Tenable Network Security products. Although these vendors possess products with similar capabilities only Trustwave or an authorized reseller are capable of providing software that meets the Government's functional requirements and seamlessly integrates into the current Trustwave proprietary infrastructure.

Additionally, market research was conducted in June 2016 utilizing the NASA SEWP V GWAC Provider Look-up tool to ascertain the extent of limited competition among resellers. The results of the search found that there are numerous resellers of Trustwave products that could possibly meet VA's needs, including seven Service-Disabled Veteran-Owned Small Businesses. Therefore, limited competition is anticipated.

9. Other Facts: None